



FEMA

MEMORANDUM FOR: Deputy Administrator  
Deputy Administrator for National Preparedness  
U.S. Fire Administrator  
Chief of Staff  
Associate Administrators  
Chief Counsel  
Chief Financial Officer  
Assistant Administrators  
Regional Administrators  
Directors

FROM: W. Craig Fugate, Administrator

SUBJECT: FEMA Administrator's Intent (FY 2015-2019)

On February 23, 2010, my first Administrator's Intent outlined priorities to: (1) strengthen the Nation's resilience to disasters; (2) build unity of effort among the entire Emergency Management team; (3) meet the needs of disaster survivors and effectively support recovery of disaster affected communities; (4) work with our partners to address our most significant risks; and (5) build, sustain, and improve FEMA's mission support and workforce capabilities. Since then we have made significant progress in accomplishing these priorities, including the following:

- Established Whole Community as a foundational concept for how we do business in FEMA and across the Emergency Management team, and expanded our relationships with new and existing partners spanning the public, private and civic sectors;
- Developed an operational approach that emphasizes speed, agility, and smart decision-making, and responded effectively to some of the busiest, and most costly, disaster seasons on record;
- Established the FEMA Think Tank, Strategic Foresight Initiative, and other efforts to foster innovation within FEMA and in emergency management;
- Established a new architecture for national preparedness comprised of the National Preparedness Goal, National Preparedness System, and five supporting National Frameworks, including the first ever Frameworks for Mitigation and Recovery;
- Guided the country through an improved approach to Threat Hazard Identification and Risk Assessments (THIRA's) conducted in nearly all states, territories and Urban Areas;

- Initiated reforms to our disaster workforce, instituting the FEMA Qualification System (FQS) and establishing the Reservists program, DHS Surge Force, FEMA Corps, and Incident Management Assistance Teams (IMAT) Pilot Program;
- Invested in our permanent workforce through the FEMA Academies Leadership Program (Basic, Leadership, and Executive), Duty and Mission Readiness programs, and other developmental opportunities; and
- Introduced a new level of fiscal discipline, effective funds management, and an evidence-based approach to evaluating our performance through FEMASat and regular reviews of key business, readiness, and operational metrics.

We need to continue building on these successes, as we have much to accomplish in the years ahead. Specifically, this document describes FEMA's strategic imperatives for mission execution and accomplishment: (1) maintain a whole community approach to emergency management; and (2) foster innovation and learning. The Intent also lays out my priorities for FY 2015-2019: (1) be survivor centric in mission and program delivery; (2) become an expeditionary organization; (3) posture and build capability for catastrophic disasters; (4) enable disaster risk reduction nationally; and (5) achieve business and management excellence.

I expect these imperatives and priorities to be fully incorporated into Directorate, Region, and Office planning, programming, budget, and execution efforts.

Questions about this document should be directed to the Office of Policy and Program Analysis.

Thank you again for your dedicated service to this agency and our nation.

Attachment

cc: All FEMA Employees

# **The FEMA Administrator's Intent Priorities Fiscal Years (FY) 2015-2019**

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## **Purpose**

The FEMA Administrator's Intent is a strategic document intended to inform program planning, budget development, and the identification of performance outcomes. The Administrator's Intent outlines the Administrator's policy and planning priorities for the agency's FY 2015-2019 budgets, is a key part of the strategic planning process, and will inform future revisions to FEMA Strategic and Performance Plans. The FEMA Administrator's Intent for FY 2015-2019 continues to support the DHS Quadrennial Homeland Security Review (QHSR) mission area five (Ensuring Resilience to Disasters) and advances initiatives in the FY 2011-2014 FEMA Strategic Plan. A new FEMA Strategic Plan will be developed by the end of CY 2013.

The imperatives and priorities outlined in this Intent provide a strategic narrative to frame and guide FEMA's future year resource requirements over the five fiscal years from FY 2015-2019. As such, they should be fully incorporated into future Directorate, Region, and Office planning, programming, budget, and execution efforts. Additionally, it is expected that program execution in FY 2013 and program planning for FY 2014 will be adjusted to reflect and support these priorities.

## **Adapting to the New Normal**

Our operating environment has changed. Globalization, technological development, and the changing roles of individuals in society have reshaped the context within which we operate. We are seeing more extreme weather, increases in the costs of natural disasters that are among the highest in the world, and greater disruption in disaster patterns—for example, along the Mississippi river we saw record water levels and flooding in 2011, only to be followed by one of the most severe droughts ever recorded in 2012; and 2011 and 2012 were, in succession, the most active and among the costliest years in U.S. history for natural disasters. At the same time that disaster patterns are intensifying, the resources available to support the Agency's activities are diminishing. This is unlikely to change; we can expect to see further contraction in our resource base, challenging our ability to deliver effectively on our mission.

To succeed in this environment, we must embrace it as a new normal. We will continue to exercise tighter fiscal controls and oversight over discretionary spending, and we will seek out opportunities to consolidate or reorient functions in a manner that can deliver greater value with fewer resources. Our historically fragmented investment in information technology systems is a notable example of such an opportunity. In addition, we must abolish lower priority or unnecessary activities in order to better concentrate our efforts on actions that can have the greatest impact. And lastly, we must make room for initiatives that can transform how we do business and position us to continue to enhance our delivery of programs, services and support in a manner that can meaningfully change outcomes for survivors from disasters. The strategic imperatives and priorities articulated in this Intent scope the areas FEMA will focus on for such improvement over the next five years, and underpin the way in which we will advance these priorities.

# Strategic Imperatives

FEMA is committed to leveraging our authorities and focusing our policies, programs, and budget choices to best support our citizens and first responders in working together to ensuring our nation's resilience to disasters. To deliver on this commitment, this Intent provides two strategic imperatives to frame our thinking, guide our decisions, and shape our approach to mission and program execution.

## **Imperative 1: A Whole Community Approach to Emergency Management**

We recognize that it takes all aspects of a community (volunteer, faith and community-based organizations, the private sector, and the public, including survivors themselves) – not just the government – to effectively prepare for, protect against, respond to, recover from, and mitigate against any disaster. FEMA must therefore sustain and further strengthen its already strong partnerships and relationships and effectively mobilize and support, resources, expertise, and capabilities from all levels of government, the private sector, non-profit community, and the public. It is critical that we work together with partners from every sector to enable communities to develop collective, mutually supporting local capabilities to withstand the potential initial impacts of these events, respond quickly, and recover in a way that sustains or improves the community's overall well-being. The principles of Whole Community form the foundation for how FEMA will approach its activities: understand and meet the actual needs of the whole community; engage and empower all parts of the community; and strengthen what works well in communities on a daily basis.

## **Imperative 2: Foster Innovation and Learning**

In a time of growing challenges and fiscal constraint, we must advance a culture that better fosters improvement, innovation, invention, and learning, both within the Agency and across the broader Emergency Management team. As an Agency, FEMA will place a premium on developing our organizational capacity to encourage new ideas, learn from past experience, rapidly orient and apply that learning in current contexts, and quickly adapt to changing conditions. Through the Think Tank and other innovative efforts at all levels of the organization, we must expand our efforts to bring together leading entrepreneurs, technologists, academics, stakeholders and subject matter experts from diverse fields to offer fresh perspectives and new approaches that will better allow FEMA and our partner organizations to achieve critical emergency management outcomes. Innovation and learning are the essential tools that allow us to be forward leaning and embrace more effective processes that will lead to better mission outcomes while still living within our fiscal means.

# **Administrator's Priorities for FY 2015-2019**

## **Priority 1: Be Survivor Centric in Mission and Program Delivery**

FEMA will reorient its activities and improve its programs so they are “survivor centric,” ensuring they support the delivery of services focused on easing the experience of survivors – as individuals, neighborhoods, and communities. This means redesigning programs to limit the burden placed on survivors and maximizing program efficiency and flexibility for individual employees to assist survivors in their time of need. FEMA will achieve a timely presence on the ground in the impact area following a disaster, maximize the effect of our first touch with survivors, and bring our programs and services directly to those who need them—in their communities, in their homes, in shelters, and wherever survivors need us to be present. We will work with Whole Community partners to provide referrals and develop holistic solutions where survivors receive answers to questions about any type of disaster assistance quickly and conveniently. And we will develop simplified processes for assisting state and local officials with their recovery efforts to meet survivors’ needs—shaping processes to fit people and partners rather than asking them to fit our processes. Finally, FEMA will implement fully and swiftly the Sandy Recovery Improvement Act (and the Agency’s other statutory authorities) to maximize flexible, cost-effective solutions for governments, private non-profits, individuals, and households affected by disasters.

## **Priority 2: Become an Expeditionary Organization**

We will transform FEMA into an expeditionary organization that understands implicitly, at every level, that presence is a mission—that it is essential for survivors to see and encounter government representatives actively engaged in the area of impact—and that is nimble, flexible, and innovative enough to deliver on that mission effectively. This will include leaner logistics and more efficient deployment and force management processes that allow us to expeditiously establish a FEMA presence in the field while ensuring that the right people (those with the optimal skill sets and experiences) are deployed to the right place at the right time. FEMA will continue to train and exercise its workforce on competencies that allow the effective support of field operations, while at the same time ensuring sufficient staffing of the daily critical functions that keep our operations running smoothly. To better anticipate and address needs in the field, we will work to gather and leverage data, using enhanced analysis that builds actionable “business intelligence,” improving our ability to be smart and act with speed, not haste—to “get it right” the first time. And we will remember that we are an organization in which every employee, full-time or temporary, has an integral role in reducing the suffering of survivors and supporting communities toward recovery.

## **Priority 3: Posture and Build Capability for Catastrophic Disasters**

Our greatest challenge lies in preparing for an unprecedented catastrophic event where the human, materiel, and financial effects greatly exceed, or even destroy, available response and recovery capabilities. The complexity and scale of catastrophic incidents requires that we think differently about how we approach addressing these incidents. In every program area, in every mission support effort, we must ensure we are leaning forward and going big, fast, and smart. FEMA will continue to develop the National Preparedness System (NPS) and leverage the expertise and resources of partners across the Whole Community to jointly achieve the National Preparedness Goal. FEMA also will continue to build upon the catastrophic planning under the “Maximum of Maximums”

framework, applying Whole Community approaches to build out core capabilities. To improve FEMA's ability to provide immediate response in a catastrophic incident, we will further enhance the Reservist Workforce, FEMA Corps, the DHS Surge Capacity Force, and the IMATs. We will also ensure FEMA employees will be trained, capable, and willing to provide critical support to survivors during a disaster. Additionally, we will expand our engagement with the private sector and key players in the supply chain, with the goal of better enabling rapid restoration of critical services (e.g., power, water, fuel) in a catastrophe. We will operate with constant cognizance that we are members of a much larger team. We cannot just ask the federal family, private sector, voluntary organizations, and other partners what they are planning; we must engage them in a collective effort to ensure cogent and cohesive planning and execution overall.

#### **Priority 4: Enable Disaster Risk Reduction Nationally**

The growing interconnectedness of our world, technological interdependencies, economic vulnerabilities, and changes in the climate underscore the need for improved and more active management of the risk environment nationally. As a Nation we often lack a full understanding of the true risk exposure over time from our decisions, be they land use, development, or engineering in nature – and more importantly, who bears the cost of that exposure. We recognize that risk cannot be totally eliminated, and that FEMA cannot achieve meaningful national risk reduction on its own, but we can do more to influence and support these outcomes. To that end, FEMA will work to enable and facilitate greater disaster risk reduction at all levels nationally, thereby enhancing our resilience to disasters. We will provide analysis, tools, and information that support choices that guide individuals, communities, and national decisions toward reducing disaster risk. FEMA will foster and support adaptation in the face of a changing climate through our programs and our interactions with our partners. We will work to make best available data on projected hazard impacts – both current and future – widely accessible to communities. And where we can act directly, we will leverage our mitigation and insurance programs to maximize opportunities to further reduce the Nation's current and future exposure to disaster risk.

#### **Priority 5: Achieve Business and Management Excellence**

If we are to deliver effectively on our mission, FEMA must field a motivated, quality workforce supported by robust and agile business functions that are capable in the face of our greatest challenges. We will build a human capital system that can recruit, hire, train, and retain a quality workforce that meets our mission needs – both now and in the future. We will leverage technology to drive us forward in our capabilities and employ information technology systems that support a mobile workforce, enabling critical analysis, electronic record-keeping, and information sharing. Through work place transformation we will enhance the ability of employees to move seamlessly beyond a traditional office environment and into a range of mobile work settings for additional flexibility to achieve the mission. And we will continue to exercise enhanced, effective fiscal management and oversight. But most importantly, as an Agency we will live our doctrine, ensuring that it is reflected in our training, development programs, performance standards, and actions; and we will support a culture within FEMA that encourages and rewards creative thinking and experimentation.

## Conclusion

The Administrator's Intent provides guidance that should be reflected in each Directorate, Region, and Office budget submission, serving as an important baseline for designing strategies, tactics, policies, programs, and processes. As an Agency, we will focus our efforts and our resources on advancing the Administrator's Priorities; and we will adhere to the strategic imperatives detailed in this Intent as foundational concepts for everything we do:

- Full partnership and engagement with the Whole Community in every facet of our work
- A culture that fosters improvement, innovation, invention, and learning at all levels of the organization

And at all times we will remain focused on the most critical outcomes that can meaningfully support survivors before, during, and after a disaster; and ensuring that those critical outcomes drive who we partner with, the processes we employ, the programs we execute, and the decisions we make. In this manner will we achieve our collective mission:

***“To support our citizens and first responders to ensure that as a nation we work together to build, sustain, and improve our capability to prepare for, protect against, respond to, recover from, and mitigate all hazards.”***